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New York (State).

Report of the State Board
of Charities

Albany

1881

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REPORT
OF THE
STATE BOARD OF CHARITIES
IN RELATION TO
PRIVATE CHARITABLE INSTITUTIONS
IN
NEW YORK CITY.

TRANSMITTED TO THE LEGISLATURE FEBRUARY 4, 1881.

ALBANY :
WEED, PARSONS AND COMPANY, PRINTERS.
1881.

STATE OF NEW YORK.

No. 41.

IN ASSEMBLY,

FEBRUARY 4, 1881.

REPORT

OF THE STATE BOARD OF CHARITIES IN ANSWER TO
A RESOLUTION OF THE ASSEMBLY OF APRIL 16, 1880.

STATE OF NEW YORK:
OFFICE OF THE STATE BOARD OF CHARITIES, }
ALBANY, February 3, 1881. }

To the Hon. GEORGE H. SHARPE,

Speaker of the Assembly :

SIR— I have the honor to transmit herewith, by direction of the Board, the report of the State Board of Charities relating to appropriations to private charitable institutions of New York city, to the Assembly.

Yours, with great respect,

J. C. DEVEREUX,

Vice-President, acting Pres.

REPORT.

To the Honorable the Assembly :

The State Board of Charities respectfully acknowledges the receipt of the resolution of the Assembly of April 16, 1880, of which the following is a copy :

Whereas, It appears from the report of the comptroller of the city of New York that the city of New York pays annually the enormous sum of \$996,740 for special contributions to private charitable institutions, which expenditure is made under and by virtue of the acts passed by the Legislature, from time to time, and it also appears that a further sum of \$366,000 is distributed among such institutions from the excise funds of said city ; and

Whereas, An additional sum of more than \$1,300,000 is paid by said city for the support of its public charitable institutions, making a total expenditure for charities in New York city of about \$2,600,000 per annum ; and

Whereas, The appropriations first above referred to vary greatly in amount and in rate *per capita* to the several institutions, and are made upon no systematic or correct principles or plan ; and

Whereas, It is claimed that some of the institutions sharing in this distribution of public funds are unworthy of such assistance, and that other more deserving charitable associations are excluded from participation in such distribution ; and

Whereas, The large expenditure of public moneys for these purposes is a heavy tax upon the city of New York, and it seems proper that some limit should be put on such amount of such expenditure, that some rule should be laid down to govern future appropriations, and that the distribution should be regulated upon some fixed principle and in some more intelligent manner than at present ; and

Whereas, It is impossible for the Assembly at this last stage of the session to make a careful and intelligent investigation of the subject ; now, therefore, be it

Resolved, That the State Board of Charities be, and they are hereby, requested and instructed to examine into the whole question of the appropriations aforesaid, their proprieties, the proper amount of distribution and limitation, and that they report the result of their investigation, with their recommendations upon the subject, to the Assembly of 1881.

In compliance with which resolution the Board begs to report :
At a meeting of the Board, held May 11, 1880, the resolution was taken up, and after mature consideration referred to a committee of

the Board, composed of the New York members, for examination and report.

This committee presented its report upon the subject to the Board at its meeting January 11, 1881, which, after being read and fully considered, was accepted and adopted by the Board, and is hereto appended in answer to the resolution of the Assembly.

All of which is respectfully submitted.

By direction of the Board.

J. C. DEVEREUX, *Vice-President,*

CHARLES S. HOYT, *Secretary.* *Acting President.*

Dated ALBANY, January 11, 1881.

To the State Board of Charities :

The following resolution, adopted by the Assembly of 1880, defines and limits the scope of the report, which we present to you in accordance with your instructions :

Whereas, It appears, from the report of the comptroller of the city of New York, that the city of New York pays annually the enormous sum of \$996,740 for special contributions to private charitable institutions, which expenditure is made under and by virtue of the acts passed by the Legislature, from time to time, and it also appears that a further sum of \$366,000 is distributed among such institutions from the excise funds of said city ; and

Whereas, An additional sum of more than \$1,300,000 is paid by said city for the support of its public charitable institutions, making a total expenditure for charities, in New York city, of about \$2,600,000 per annum ; and

Whereas, The appropriations, first above referred to, vary greatly in amount, and in rate *per capita* to the several institutions, and are made upon no systematic or correct principles or plan ; and

Whereas, It is claimed that some of the institutions sharing in this distribution of public funds are unworthy of such assistance, and that other more deserving charitable associations are excluded from participation in such distribution ; and

Whereas, The large expenditure of public moneys for these purposes is a heavy tax upon the city of New York, and it seems proper that some limit should be put on such amount of such expenditure, that some rule should be laid down to govern future appropriations, and that the distribution should be regulated upon some fixed principle, and in some more intelligent manner than at present ; and

Whereas, It is impossible for the Assembly, at this late stage of session, to make a careful and intelligent investigation of the subject ; now, therefore, be it

Resolved, That the State Board of Charities be, and they are, hereby requested and instructed to examine into the whole question of the appropriations aforesaid, their proprieties, the proper amount of distribution and limitation, and that they report the result of their investigation, with their recommendations upon the subject, to the Assembly of 1881."

The subject referred by the foregoing resolution of the Assembly of 1881 to the State Board of Charities, and by them committed to the

commissioners of the city of New York for investigation, is one of much importance, and it would be so were the sum to be expended fixed by law, so that it could never exceed the present amount.

The fact, however, that there is no limit beyond which the sum spent from the public funds of New York city for the support of the delinquent and dependent part of the community may not be increased, makes the subject one of very great moment, while the alarming and disproportionate rate at which this sum has increased, as compared with the increase of the population during the past thirty years, renders it imperative that the people of the city and the Legislature of the State should fully understand the facts of the past and present, and the dangers of the future.

The following table, compiled from figures furnished by the comptroller of the city of New York, especially when compared with those which follow, presents an array of facts very interesting to the tax payer and to the philanthropist, and more so when it is remembered that not one cent of this money has been given voluntarily in charity, every dollar having been raised by taxation or paid in license fees :

Payments made from Public Fund in New York city.

YEAR AND POPULATION.	For prisons and public charities.	For private charities.	From excise fund for private charities.	Total.
1850.				
515,547.....	\$421,882	\$9,863 00	.....	\$431,745 00
1855.				
629,810.....	648,947	83,150 00	.....	732,097 00
1860.				
813,669.....	746,549	128,850 00	.....	875,399 00
1865.				
726,386.....	988,450	136,650 00	.....	1,125,100 00
1870.				
942,202.....	1,355,615	334,828 00	.....	1,690,443 00
1875.				
1,041,886.....	1,183,000	825,905 00	\$14,878 00	2,023,783 00
1880.				
1,206,977.....	1,348,383	999,741 41	414,516 37	2,759,640 78

Increase of population, 134 per cent ; increase of cost, 539 per cent.

Payments made from Public Funds for criminals and paupers in Boston; figures furnished by Chairman Board of Overseers.

YEAR	Population.	Cost.
1849-50.....	136,881	\$170,557
1859-60.....	177,840	309,601
1869-70.....	250,526	334,641
1879-80.....	363,938	576,042

Increase of population, 165 per cent; increase of cost, 237 per cent.

Payments made from Public Funds in the city of Philadelphia for correctional and charitable purposes; figures taken from the city Comptroller's account.

YEAR.	Population.	Cost.
850.....	360,305	\$281,996
855.....	490,600	447,144
860.....	598,634	367,327
876.....	671,923	654,149
875.....	817,448	1,064,112
1880.....	847,542	606,633

Increase of population, 135 per cent; increase of cost, 112 per cent.

In the city of New York there are eight classes of what are called charitable institutions, which receive money from the public funds: First. Those under the charge of the Commissioners of Public Charities and Correction, which on December 31, 1879, contained 8,466 inmates, and the appropriation for the support of which for the year 1880 was about \$860,000. This includes all expenses of maintenance, salaries, wages and repairs. The appropriation for additional buildings was, besides, \$154,200.

The board of estimate and apportionment of the city, have full control and authority to appropriate such sums for these institutions as seem to them necessary, and as a rule a sum less than that asked for by the Commissioners of Public Charities and Correction, and less than is really necessary, is appropriated.

The institutions are as follows:

INSTITUTIONS.	Census, Aug. 31, 1880.	Daily per capita cost, including repairs.
Bellvue, Emergency and Ninety-ninth Street Reception Hospitals.....	749	c. m. 44.05
Charity, Maternity and Epileptic and Paralytic Hospitals.....	1,007	30.28
Alms-House.....	1,160	12.42
Incurable Hospital.....	107	13.61
Lunatic Asylum, B. I.....	1,246	23.19
Homeopathic Hospital.....	659	23.64
Inebriate Asylum.....	2	41.60
Insane Asylum, W. I.....	1,128	30.91
Randall's Island and Branch Charity Hospital, Idiot and Branch Lunatic Asylums.....	600	28.14
Infants' Hospital, B. I.....	334	27.06
Branch Lunatic Asylum.....	261	24.81
Hart's Island Hospital.....	360	23.54

The Commissioners of Public Charities and Correction, besides maintaining the above institutions during the year 1880, gave out \$37,000 in coal to the "out-door poor," \$20,000 to the adult blind, and supported children in various institutions at a cost of \$19,625.72.

The payment to the blind is made yearly under a special statute to about five hundred different persons.

SECOND. Thirteen institutions which receive from the public funds, in accordance with special acts of the Legislature, a *per capita* allowance for each inmate admitted, sufficient, or more than sufficient, to entirely support such inmate and pay every expense of maintenance, clothing, wages, etc., incurred by the institution in his behalf.

There is no check put upon the growth of these institutions, and in this direction they combine the disadvantages of both public and private charities, the recipients of their benefits having on the one hand no such sense of degradation as often deters persons from seeking relief in a public institution, and the managers, on the other, having no consideration of economy to force them to scrutinize with severity the claims of each applicant. On the contrary, the *per capita* allowance may serve as an incentive to increase the size of the institution, because a larger number of persons can be much more cheaply maintained in proportion than a smaller, and thus an allowance which might be insufficient for a few may be rendered ample by simply adding to the number of inmates, and the temptation to be lax in regard to admissions becomes almost overpowering. The admissions to most of these institutions depend solely on the will of the managers, and there is no power that can control them, except the Legislature itself. For every person admitted the *per capita* allowance is to be paid.

It is to be observed, in connection with this class of charities, that there are four distinct kinds of institutions included in it.

a — Those that care for mothers and infants, as:

The Nursery and Child's Hospital.

The Foundling Asylum.
The N. Y. Infant Asylum.
The Infirmary for Women and Children.

b—Those that care for older children, as:
The N. Y. Catholic Protectory.
The N. Y. Juvenile Asylum.
The Union Home and School.
The Hebrew Benevolent Orphan Asylum Society.
The Children's Fold.

c—Those that take charge of fallen girls, as:
The P. E. House of Mercy.
The R. C. House of the Good Shepherd.
The Magdalen Benevolent Society.

d—The Society for the Relief of the Ruptured and Crippled.
Although these institutions can be thus distinctly divided, the *per capita* allowance is not identical in the case of all those having the same objects and expenses, as appears by the following table taken from the final estimate for 1880, published in the *City Record*:

a—Nursery and Child's Hospital:
(Chap. 650, Laws of 1866; chap. 366, Laws of 1869; chap. 643, Laws of 1874.)

Estimated average number of children, 550, at \$120 per annum each.

Estimated average number of lying-in women, 170, at \$260 per annum each.

Foundling Asylum, under charge of the Sisters of Charity:
(Chap. 635, Laws of 1872; chap. 644, Laws of 1874; chap. 43, Laws of 1877.)

Estimated average number of inmates, 1,575, at 38 cents per day each.

Estimated number of homeless or needy mothers nursing their own infants, 90, at \$18 each per month.

New York Infant Asylum:
(Chap. 263, Laws of 1872; chap. 213, Laws of 1876; chap. 90, Laws of 1877.)

Estimated average number of children, 210, at 38 cents per day each.

Estimated number of obstetrical cases, 96, at \$25 each.

Estimated number of homeless or needy mothers nursing their own infants, 65, at \$18 each per month.

New York Infirmary for Women and Children:
(Chap. 101, Laws of 1877.)

Estimated number of obstetrical cases, 90, at \$25 each.

Estimated average number of homeless and needy mothers nursing their own infants, 3, at \$18 each per month.

b—New York Catholic Protectory:
(Chap. 647, Laws of 1866; chap. 428, Laws of 1867.)

Estimated average number of inmates, 2,150, at \$110 each per annum.

New York Juvenile Asylum:
(Chap. 245, Laws of 1866.)
Estimated number of inmates, 800, at \$110 per annum each.

Union Home and School for Education of Children of Volunteer Soldiers:
(Chap. 309, Laws of 1870; chap. 583, Laws of 1871; chap. 143, Laws of 1873.)

Estimated average number of inmates, 90, at \$150 each per annum.

Hebrew Benevolent and Orphan Asylum Society:
(Chap. 330, Laws of 1874.)

Estimated average number of inmates, 315, at \$110 each per annum.

Children's Fold of the City of New York:
(Chap. 506, Laws of 1874.)

Estimated average number of inmates, 80, at \$2 per week each.

c—Protestant Episcopal House of Mercy:
(Chap. 409, Laws of 1867.)

Estimated average number of inmates, 20, at \$110 per annum each.

Roman Catholic House of the Good Shepherd:
(Chap. 409, Laws of 1867.)

Estimated average number of inmates, 116, at \$110 per annum each.

New York Magdalen Benevolent Society:
(Chap. 409, Laws of 1867.)

Estimated average number of inmates, 25, at \$110 per year each.

d—New York Society for the Relief of the Ruptured and Crippled:
(Chap. 835, Laws of 1872.)

Estimated average number of inmates, 178, at \$150 per annum each.

Any measure which seeks to regulate the distribution of the public money for charitable purposes, "in a more intelligent manner than at present," must equalize the amounts paid to each institution performing the same work, and must grade the amounts according to the expenses of each class of institutions. The following table, compiled from reports* made to the State Board of Charities by the respective societies in 1880 and 1881, shows how materially the allowances might be diminished without crippling the action of the institutions. The most important comparison is that between the amounts received from the city, etc., and those spent on "maintenance," which includes all expenses for salaries of officers, wages and labor, provisions and supplies, clothing, fuel and light, medicines and medical supplies, beds and bedding, and ordinary repairs (rent and interest on capital not included).

* NOTE.—The reports cover the years ending respectively September 30, 1879, and September 30, 1880. Under receipts, the heading "From Individuals," etc., includes from individuals for the support of inmates, from donations and voluntary contributions, from interest and dividends on investments, from loans and all other sources. The heading "From the State," etc., includes sums received from the State, from the Board of Education, from appropriations by boards of supervisors and appropriations by cities. Under provisions and supplies, clothing, fuel and lights, medicines and medical supplies, furniture, beds and bedding, and ordinary repairs (rent not included). The heading "For indebtedness existing October 1, 1878 and 1879, expenditures for buildings and improvements and investments and for all other purposes."

RECEIPTS.

	Cash on hand.		From individuals, donations, interest, loans, etc.		From the State, counties and cities.		Total.	
	1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.
	Oct. 1.	Oct. 1.						
Nursery and Child's Hospital.....	\$17,548	\$14,863	\$23,939	\$21,315	\$111,074	\$113,545	\$125,003	\$134,830
Foundling Asylum.....	55,023	22,213	17,502	8,440	231,546	236,086	248,818	241,555
New York Infant Asylum.....	21,406	11,769	5,178	6,538	42,251	56,010	47,500	45,948
New York Infirmary for Women and Children.*	721	.....	6,585	8,120	3,385	9,775	9,070	10,865
New York Catholic Proctory.....	10,941	8,711	52,911	60,197	245,012	234,031	285,523	266,251
New York Juvenile Asylum.....	6,737	6,061	13,685	4,224	91,686	90,966	105,321	99,890
Union Home and School.....	4,188	3,478	3,893	3,275	17,941	17,847	21,837	21,122
Hebrew Benevolent Orphan Asylum.....	9,494	4,577	44,468	107,880	32,801	37,912	77,269	140,732
Children's Fold.....	63	38	1,508	1,867	7,811	10,677	9,349	12,544
Protestant Episcopal House of Mercy.....	1,859	393	8,407	11,265	1,250	1,207	5,747	12,472
Roman Catholic House of the Good Shepherd,*	.....	.....	35,314	41,311	14,737	14,688	59,611	55,496
Magdalen Benevolent Society.....	2,297	1,858	7,124	6,068	1,350	576	8,454	6,671
Hospital for the Relief of the Ruptured and Crippled.....	18,235	9,282	73,693	31,678	28,000	29,110	101,732	60,758
Total.....	\$154,511	\$86,153	\$294,687	\$312,677	\$829,566	\$841,025	\$1,124,333	\$1,153,700

* Report for 11 months.

† Includes also St. Anne's Home, where children are boarded and paid for from excise fund.

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ASSEMBLY

No. 41

EXPENDITURES.

INSTITUTIONS.	Maintenance.		Indebtedness, buildings, investment, and all other purposes.		Total.	
	1879.	1880.	1879.	1880.	1879.	1880.
Nursery and Child's Hospital.....	\$109,889	\$104,110	\$27,799	\$24,758	\$137,688	\$127,868
Foundling Asylum.....	185,065	191,151	86,034	41,863	271,099	233,014
New York Infant Asylum.....	34,597	39,814	22,638	29,089	57,235	68,903
New York Infirmary for Women and Children*.....	5,478	8,724	2,381	1,836	7,859	10,560
New York Catholic Proctory.....	170,696	173,324	159,657	128,655	330,353	301,979
Union Home and School.....	89,341	84,474	7,945	24,968	97,286	109,442
Hebrew Benevolent Orphan Asylum.....	11,965	11,351	10,682	9,163	22,647	21,514
Children's Fold.....	40,436	37,854	23,043	21,236	63,479	59,090
Protestant Episcopal House of Mercy.....	8,156	6,026	3,216	7,389	11,372	12,415
Roman Catholic House of the Good Shepherd.....	8,943	10,223	2,346	1,457	11,289	11,680
Magdalen Benevolent Society.....	41,353	39,102	6,636	15,679	50,611	54,781
Hospital for the Relief of the Ruptured and Crippled.....	7,590	5,367	1,383	927	8,973	6,294
Total.....	\$783,339	\$755,223	\$406,369	\$343,211	\$1,189,708	\$1,098,434

* Report for eleven months.

† Cannot separate rent.

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The large sums invested or expended in building by several of these societies is remarkable, as well as the large amount reported as "cash on hand."

The following table shows the movements of the population in these same institutions :

NUMBER OF INMATES.

	OCTOBER 1ST.		RECEIVED DURING		DISCHARGED.		REMAINING SEPT. 30.		INCREASES OR DECREASES.	
	1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.	1879.	1880.
Nursery and Child's Hospital	1,888	874	1,469	1,139	1,063	1,146	874	807	+ 86	+ 1
New York Infant Asylum	1,770	3,307	3,096	3,656	1,787	2,909	1,512	1,489	+ 18	+ 18
New York Catholic Protectory and Children	11	13	234	234	178	227	11	222	+ 11	+ 11
New York Juvenile Asylum	2,131	2,596	1,788	2,227	1,178	1,715	1,000	1,000	+ 0	+ 0
New York Reformatory for Women	2,709	2,696	2,550	2,530	2,562	2,617	2,705	2,705	+ 0	+ 0
Elizabeth B. Tilton & Orphan Asylum Soci'y	296	296	296	296	296	41	102	100	+ 2	+ 2
St. Vincent's Hospital	30	32	62	72	62	62	30	30	+ 0	+ 0
P. B. House of Mercy	30	78	78	48	62	35	92	105	+ 16	+ 16
R. C. House of the Good Shepherd	464	455	241	231	350	191	454	487	+ 33	+ 33
St. Ann's Hospital	100	100	100	107	100	100	100	100	+ 0	+ 0
Hospital for the Relief of Rogister & Grigg	100	100	100	107	100	100	100	100	+ 0	+ 0
	6,528	6,735	4,897	4,907	4,850	4,923	4,715	4,759	+ 44	+ 21

In 1879, increase in 5 institutions 211
 decrease in 3 institutions 10
 Net increase 201

In 1880, increase in 9 institutions 75
 decrease in 4 institutions 91
 Net decrease 16

Net increase in 2 years..... 1

Another point to be observed in regard to these institutions, and one which requires regulating, is the age at which children may be received and to which they may be kept, as for instance the founding asylum and infant asylum may keep their wards until 18 years of age, thus converting those institutions into homes for children and even for persons almost adult, the per capita allowance being continued at the same rate during the whole period from infancy to the time of discharge. There is no reason why each class of institutions should not be confined to the special work for which it was designed, and the limit of age, without being too narrow, should be a reasonable one. The Catholic Protectory and the New York Juvenile Asylum (to take two other instances) which are at present actually reformatory schools and are doing valuable work as such, should not receive children under eight years of age—these last can be provided for in other institutions at cheaper rates.

In the Catholic Protectory among the children received from October 1st, 1878, to October 1st, 1880, 239 were 8 years old or under, while at the Juvenile Asylum 225 received during the years 1879 and 1880 were 8 years old and under.

The financial reports of most of the institutions receiving a per capita allowance as given in their published annual reports are extremely deficient. The Nursery and Child's Hospital, the Roman Catholic Protectory and the Hebrew Benevolent Orphan Asylum Society only, making full and satisfactory reports.

In a letter dated March 19th, 1880, written by the Comptroller of the city to the chairman of the committee on cities of the Assembly, occur the following sentences:

(At the request of the Governor) "I stated the facts in regard to mandatory laws providing for the payment of a per capita allowance to charitable institutions, showing how rapidly, within a few years past the total amount of taxes levied in the city for this purpose had risen from less than \$150,000 to nearly \$1,000,000 per annum.

The total appropriations for 1879 were insufficient and the deficiencies amount to \$58,963.56, which it will be necessary to meet in some way under the authority of the laws providing for the payment by the city of a per capita allowance to charitable institutions. Unless some check is put upon legislation of this kind hardly any limit can be set to the increase of taxation to provide for charitable institutions."

To remedy, so far as possible at this time the evils pointed out in relation to the institutions in class 2, we suggest the following changes and modifications of the present system:

1. That the appropriations be made for the number of inmates in each institution the year previous to the one for which the allowance is made, and not for an estimated number as at present.
2. That the Nursery and Child's Hospital, the New York Foundling Asylum, the New York Infant Asylum, the New York Infirmary for Women and Children, should each receive:

For every woman waiting confinement, 43 cents a day, for a period not exceeding two months; for every confinement, \$5; for every needy mother nursing her own child, 48 cents a day; for every child under five years, not nursed by its own mother, 38 cents a day; for every child between the ages of five and eight years, 28 cents a day.

That the Children's Fold of the City of New York, the Hebrew Benevolent and Orphan Asylum Society, should each receive:

For children between five and twelve years, 28 cents a day.

That the New York Catholic Protectory; the New York Juvenile Asylum, should each receive:

For children between eight and sixteen years, 28 cents a day.

That the Protestant Episcopal House of Mercy, the Roman Catholic House of the Good Shepherd, the New York Magdalen Benevolent Society, should each receive:

For girls between fourteen and twenty-one years, admitted in accordance with law, 28 cents a day.

That the Society for the Relief of the Raptured and Crippled, should receive:

For each patient, 41 cents a day.

That the Union Home and School for Children of our Volunteers, should receive:

For every inmate admitted in accordance with law, 28 cents per day, which allowance should not be continued after January 1, 1883, or the reason that this institution has already fulfilled the object of its organization.

3. That the name of each inmate in the Roman Catholic Protectory, the New York Juvenile Asylum, the Children's Fold of the City of New York, the Hebrew Orphan Asylum and the Union Home and School for Children of our Volunteers, should be published in the annual report of each society, respectively.

4. That every institution receiving a *per capita* allowance from the city, should make an annual report to the board of estimate and apportionment, such as shall be prescribed by said board, which report shall be published in the *City Record*.

5. That the accounts of all institutions receiving a *per capita* allowance from the city should be open to the examination of an officer appointed by the mayor at any time, and should be examined by officers appointed by the comptroller of the city of New York at least once each year, the results of such examination to be published in the *City Record*.

6. That the funds of all institutions receiving a *per capita* allowance from the city should be deposited in some bank to be approved by the comptroller.

7. That no payment should, at any time, be made for any inmate received after the adoption of these rules into any institution before the age specified as the age of admission.

8. That the board of estimate and apportionment should appoint officers to examine, once each year, the cases of all children admitted to institutions receiving a *per capita* allowance from the city, and to collect monthly payments from the parents or friends for board of such children.

9. That no person acting as a manager or director of any society receiving a *per capita* allowance from the city should hold any other office in such institution, or receive any payment or emolument from such institution.

10. That no institution should receive any payment from the city treasury in accordance with the above recommendations, except for

persons who are legally entitled to relief from the city and county of New York.

11. That the recommendations of this report, so far as they relate to payments to be made to the various societies, should not be enforced until January 1, 1882.

The proposed schedule of the *per capita* allowances to be granted to the different institutions mentioned above is suggested as a fair and liberal one to those institutions. A greater reduction at first might be criticised as abrupt, and as subjecting the institutions to the inconveniences of a change for which they were not prepared.

It is believed, however, that this schedule can be properly and advantageously revised in the future, with a view to a still greater reduction in the allowances, without any detriment to the institutions themselves, or to the general interests of the charities they represent.

THIRD. Three societies: The Children's Aid Society, the American Female Guardian Society, the Shepherd's Fold, receiving each a fixed sum per annum, secured to them by special acts of the Legislature, as follows:

Children's Aid Society, \$70,000.

(Chapter 70, Laws of 1865; chapter 163, Laws of 1867; chapter 180, Laws of 1871.)

American Female Guardian Society and Home for the Friendless, \$25,000.

(Chapter 754, Laws of 1872.)

Shepherd's Fold, \$5,000.

(Chapter 269, Laws of 1871.)

The financial reports of the first two institutions, and the movement of population in the "Home for the Friendless," the Asylum of the American Female Guardian Society, are given in the two following tables:

RECEIPTS.

	Cash on hand.		From individuals, donors, friends, &c.		From the State, counties and cities.		Total receipts.	
	1879.	1878.	1879.	1880.	1879.	1880.	1879.	1880.
Children's Aid Society.....	\$5,088	\$10,351	\$103,151	\$108,298	\$101,723	\$255,810	\$358,162	
Female Guardian Society.....	7,321	9,073	46,886	42,516	41,023	89,591	130,500	
Shepherd's Fold.....		No report.			12,265			
Total.....	\$12,409	\$19,424	\$150,037	\$150,814	\$154,751	\$345,401	\$488,662	

EXPENDITURES.

	Maintenance		For indebtedness, buildings, investments, etc.		Total.	
	1879.	1880.	1879.	1880.	1879.	1880.
Children's Aid Society.....		No report.			\$200,156	\$301,568
Female Guardian Society.....	\$22,387	\$24,773	\$64,519*	\$62,331*	86,906	87,104
Shepherd's Fold.....		No report.				
Total.....	\$22,387	\$24,773	\$64,519	\$62,331	\$287,062	\$388,672

NUMBER OF INMATES.

	October 1st.		Received during		Disch'ged.		Remained Sept. 30th.		Increase or decrease.	
	1878.	1879.	1878.	1880.	1878.	1880.	1878.	1880.	1878.	1880.
Home for the Friendless of American Female Guardian Society.....	149	172	706	733	683	714	172	191	+ 23	+ 19
Shepherd's Fold.....		No report.								
Total.....	149	172	706	733	683	714	172	191	+ 23	+ 19

The Children's Aid Society maintains five lodging-houses for boys, one for girls, twenty-one industrial schools, thirteen night schools, a home for sick children and a sick children's mission; while the American Female Guardian Society supports, besides the Home for the Friendless, eleven industrial schools and a summer home for sick children. For the industrial schools of both societies an allowance of \$10 per annum, for each pupil, is received from the board of education. The children who attend are supposed not to be fit subjects for the public schools, and they receive, each day, either a lunch or dinner at the school.

The history of the Shepherd's Fold, and its founder, is an instructive one for the public, for philanthropists and for the Legislature.

In 1871 Mr. Cowley obtained the passage of a law giving \$5,000 from the city funds to the Shepherd's Fold, an institution established by him for the care of destitute children, and placed under the charge of a board of trustees. Some difficulty ensuing with this board, Mr. Cowley and his wife were forced to leave the institution, which soon ceased active operations; while they established a second "charity" called "the Children's Fold," for the benefit of which Mr. Cowley, in 1874, obtained the passage of a law granting \$3 per week *per capita* for each

* This expenditure includes the support of the eleven Industrial Schools, and of the Summer Home of this society and all other work outside "The Home for the Friendless."

inmate, from the city funds. The history of this institution for the next three years is best told by a circular, issued by four of its trustees in June, 1877, from which the following is an extract :

“STATEMENT.

“Practically the Children’s Fold was managed by a corporation dual, Mr. and Mrs. Cowley, no meeting of the trustees having been held for two years or more, and no election or provision for election being made. When, at length, attention was called to the improper management of the institution by the State Board of Charities, the trustees became convinced that Mr. and Mrs. Cowley were unfit to have charge of any institution for children. Various members of the board, and among them Mr. Cowley, requested Dr. Peters to allow himself to be elected trustee, in the belief that his experience in the management of charitable institutions, and the confidence of the public in his management, would avail to restore the Fold to usefulness and enable it to enlarge its work. In order to preserve the institution it became imperatively necessary that Mr. Cowley should be removed, both from the position of superintendent and president, which was done.

“The insulting manner in which Mr. Cowley had treated members of the board of trustees made it impossible for the board to work harmoniously.

“He was not removed from his position of trustee, nevertheless, until he had made, through his brother, a proposition to retire altogether, upon condition that the board should pay him for the years during which he had acted as superintendent, together with the expenses of a trip made by him to Europe, and also what he considered the money value of the charter or laws passed by the Legislature for the benefit of the Fold.”

Shortly after the events here described, Mr. and Mrs. Cowley hired a house and opened it as “The Shepherd’s Fold,” applying to the comptroller of the city for the payment due to that institution, under chapter 269, Laws of 1871, which the comptroller refused, on the ground that Mr. and Mrs. Cowley were not the society named in the law, and thereupon a suit was brought by the latter to recover the amount (\$15,000) claimed, being the allowance for three years. Before the decision was rendered, the institution was complained of to the society for the prevention of cruelty to children; Mr. Cowley was prosecuted by that society, was convicted of cruelty and willful neglect of children, and sentenced to one year’s imprisonment in the penitentiary, and a fine of \$250.

The points to be noticed in this recital are :

1. The ease with which a man, seeking only his own benefit, and quite unfit to have charge of children, obtained the passage of laws granting him city funds for the maintenance of two separate institutions.

2. The culpable carelessness of the gentlemen he persuaded to act as trustees, and lend their names and influence to his objects.

We recommend that chapter 269, Laws of 1871, granting public aid to the Shepherd’s Fold, be repealed in such manner as to render it

impossible for any person to make a claim on the city for payment to that institution of any further sums of money. The amount of the claim at present is \$25,000.

We also recommend that the Children’s Aid Society and the American Female Guardian Society be required to make annual reports to the board of estimate and apportionment, which shall be published in the *City Record*.

FOURTH. Two institutions, the Society for Befriending Children and Young Girls, and the Five Points House of Industry.

These receive a *per capita* allowance for each inmate of one dollar per week, a sum not sufficient to support the inmates without private contributions, or the labor of the inmates, and consequently not liable to cause an increase in the size of the institutions beyond the needs of the public.

This seems to be the right principle upon which aid from the city should be given to charities managed by private persons; these latter give their time and labor, and do a great service to the community, by caring for persons who might otherwise become a public charge. Having established an institution, and proved it to be useful, and secured a measure of support from private benevolence, it is but just that the public at large should contribute a share to the maintenance of a charity which does them a real service.

Thus all the legitimate advantages of public aid are received and the dangers of the system as heretofore in force in this city are avoided.

The laws granting the *per capita* allowance to these two societies were passed by the Legislature of 1880.

Their annual reports for the past two years show the following facts :

RECEIPTS.

	Cash on hand.		From donations, interest, etc.		From the State, cities and counties.		Total receipts.	
	1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.
Association for Befriending Children and Young Girls.....	\$1,688	\$336	\$8,167	\$9,101	\$1,500	\$2,164	\$9,667	\$11,265
Five Points House of Industry.....	.....	.....	26,377	44,032	1,200	1,200	27,577	45,233
Total.....	\$1,688	\$336	\$34,544	\$53,134	\$2,700	\$3,364	\$37,244	\$56,498

EXPENDITURES.

	Maintenance.		For indebtedness, investment, buildings, etc.		Total.	
	1879.	1880.	1879.	1880.	1879.	1880.
Association for Befriending Children and Young Girls.....	\$6,590	\$6,604	\$3,789	\$3,264	\$10,379	\$9,868
Five Points House of Industry.....	23,774	26,739	4,013	18,909	27,787	45,648
Total.....	\$30,364	\$33,343	\$7,802	\$22,173	\$38,166	\$55,516

NUMBER OF INMATES.

	October 1st.		Received during		Discharged.		Remain Sept. 30th.		Increase or decrease.	
	1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.	1879.	1880.
	Association for Benefiting Children, etc.....	95	98	127	160	129	100	93	93	-2
Five Points House of Industry.....	286	256	528	510	558	478	256	288	-30	+32
Total.....	381	349	655	670	687	638	349	381	-32	+32

FIFTH. Thirteen institutions of different religious denominations, receiving payment from the city for children committed by the police and civil justices of the city under the authority of the act, entitled "An act relative to the powers of the Common Council of the City of New York and the Police and Criminal Courts of said city," approved January 23, 1833, and of chapter 404, Laws of 1878, entitled "An act to provide for the support, treatment and care of pauper, destitute and delinquent children," and of chapter 868, Laws of 1873.

Most of these institutions have either been established since the passage of the law forbidding the sending of any child between the ages of two and sixteen years to any county almshouse or poor-house, or have greatly increased in numbers since that time.

This may be explained by the fact that the board of estimate and apportionment has paid from the excise fund \$2 a week for each child committed to these institutions.

The following tables give the financial condition for the two years ending September 30, 1880, as well as the movement of the population of these thirteen institutions.

RECEIPTS.

	Cash on hand.		From individuals, donations, loans, interest, &c.		From the State, cities, counties, &c.		Total.	
	1879.	1880.	1879.	1880.	1879.	1880.	1879.	1880.
	American Female Guardian Society*.....	\$7,321	\$9,075	\$12,518	\$12,825	\$49,325	\$41,052	\$820,391	$827,540
Asylum for the Deaf.....	2,217	1,000	11,275	12,400	12,727	12,727	27,280	44,105
Babrow Schooling Guardian Society*.....	.....	4,717	20,459	1,000	1,000	8,200	11,759	13,300
Brooklyn Female Guardian Society*.....	.....	.....	6,488	64,055	64,055	17,102	73,373	85,588
Ladies' Bazaar Nursery Society.....	223	570	1,000	5,372	5,372	4,488	.....	5,968
St. Vincent's Home, Mission of the Immaculate Virgin for Benevolent Colored Orphans.....	0	90	5,232	16,618	16,618	24,006	24,392	26,250
St. James' Home.....	2,799	1,299	24,099	10,168	10,168	14,072	27,193	28,771
St. Stephen's Home.....	1,931	2,439	11,007	1,008	1,008	12,403	12,867	23,062
St. Stephen's Home.....	08	Not reported.	3,338	8,022	8,022	3,002	12,076	12,550
Home for Fallen and Friendless Girls.....	08	1,426	2,055	4,022	4,022	3,002	12,076	12,550
Total.....	\$14,575	\$21,000	\$159,905	\$196,000	\$101,708	\$218,178	\$591,606	\$635,128

* Also in class 3.

† From June 1, 1878, to October 1, 1880.

‡ No report in 1879.

EXPENDITURES.

	Maintenance.		Indebtedness, invest- ment, buildings, etc.		Total	
	1879.	1880	1879.	1880.	1879.	1880.
American Female Guardian Society*	\$22,387	\$21,775	\$864,519	\$262,331	\$866,906	\$87,104
Asylum of the Sisters of St. Dominick	15,700	21,870	13,250	18,985	28,950	43,355
Hebrew Sheltering Guardian Society†	5,510	5,837	5,779	16,014	11,289	21,831
Institution of Mercy	43,506	40,694	30,822	3,871	74,328	44,475
Ladies' Deborah Nursery	5,223	49,036	2,235	34,219	10,458	83,500
Missionary Sisters of St. Francis	18,485	12,109	5,650	765	24,140	12,874
St. Vincent's Home, Mission of the Immaculate Virgin	30,341	22,250	5,806	6,959	34,201	7,055
Association for Benefit of Colored Orphans	8,446	4,436	8,491	10,194	28,732	39,290
St. James' Home†	10,800	11,707	1,496	8,190	12,306	35,254
St. Joseph's Asylum	8,446	12,128	4,699	5,120	12,306	13,519
St. Stephen's Home	2,441	3,734	3,240	1,000	12,466	10,987
Home for Fallen and Friendless Girls					5,681	4,728
Total	\$151,748	\$306,174	\$139,063	\$179,374	\$201,436	\$391,600

* Also in class 3.

† Includes all expenses for industrial schools, etc.

‡ From June 1, 1879, to October 1, 1880.

§ No report in 1879.

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ASSEMBLY

No. 41.]

NUMBER OF INMATES.

	October 1.		Received during—		Discharged.		Remaining Septem- ber 31.		Increase or decrease	
	1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.	1879	1880.
	American Female Guardian Society**	149	149	796	743	683	714	172	191	+ 23	+ 19
Asylum of the Sisters of St. Dominick	308	308	102	126	68	95	242	331	+ 34	+ 28
Asylum of St. Vincent de Paul	88	88	67	69	40	41	106	134	+ 18	+ 39
Associan for the Benefit of Colored Orphans	294	294	81	69	90	83	285	238	- 9	+ 12
Hebrew Sheltering Guardian Society*†	32	32	112	168	35	62	109	100	+ 106	+ 106
Ladies' Deborah Nursery	803	803	775	560	636	615	922	807	+ 119	- 35
Institution of Mercy	294	294	780	95	122	18	21	38	+ 21	+ 77
Missionary Sisters of St. Francis	174	174	82	67	54	71	302	282	+ 28	+ 56
St. Vincent's Home, Mission of the Immaculate Virgin	21	21	58	54	41	54	22	22	+ 1	...
St. James' Home†	161	161	186	30	103	226	389	389	+ 63	+ 63
Home for Fallen and Friendless Girls	2,224	2,224	2,868	3,020	2,460	2,535	2,622	3,204	+ 412	+ 66
St. Stephen's Home									- 0	- 0

1879: Increase, 412; decrease, 9; net increase, 1879, 403. 1880: Increase, 645; decrease, 69; net increase, 1880, 577. Total increase in two years, 980.
 * St. Ann's Home also receives committed children to board, but the report is included in that of the House of the Good Shepherd, with which it is connected.
 The discrepancies in the above table arise from errors in the reports received from some of the societies.

* Also in class 3.

† No report in 1879.

‡ From June 1, 1879, to October 1, 1880.

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As has already been stated the institutions of class 5 are paid by the city for inmates committed by the courts. The fact that the commitments have been made by justices, officers presumably independent in their action, has, of course, been somewhat of a safeguard against the admission of persons having no claim on public charity, but unfortunately has not proved sufficient and, as appears from the tables given above, these institutions have increased in numbers and cost at an alarming rate.

In order to study the commitments for a certain period thoroughly, we caused copies to be made of the records of the district courts for the months of January, February and March, 1880, an analysis of which records gives the following results :

The whole number committed was 563; of these—
 243 were committed as destitute ;
 176 as vagrant (some of these children of two years) ;
 122 as juvenile delinquents ;
 17 for truancy ;
 6 for disorderly conduct.

 563

474 were committed to Catholic institutions.
 67 were committed to Protestant institutions.
 22 were committed to Hebrew institutions.

 563

The different police justices committed the following numbers respectively :

Justice Bixby.....	28
Justice Duffy.....	71
Justice Flammer.....	16
Justice Kilbreth.....	15
Justice Morgan.....	10
Justice Murray.....	269
Justice Otterbourg.....	42
Justice Patterson.....	52
Justice Smith.....	30
Justice Wandell.....	25
Justice Wheeler.....	7
	<hr/> 563

Bes des the above, there were committed to Hebrew institutions.. 58
 To Catholic institutions by civil justices, during the same time.. 10

 1

We have caused 148 of the 563 cases committed by police justices to be inquired into as thoroughly as the limited funds at our disposal, for the purposes of this investigation, would allow, with the following results :

In eight cases there was no such number found as the one given by the parent. In twenty-nine cases, the parent could neither be found nor heard of at the address given. Forty parents were reported "as able to support children," and the remaining seventy-one were reported either as habitual drunkards, or as too poor to support children, or both.

From the above statement it appears that the present machinery at the control of the police justices of the city is not such as enables them to obtain sufficient information to guide them in making commitments to institutions, and that, in consequence, both the city treasury and the moral character of the people suffer injury.

Fortunately the justices themselves became convinced of the dangerous tendency of these indiscriminate commitments, and almost all have, since March, 1880, adopted the system of requiring that the circumstances of the children presented for commitment shall be inquired into by the Society for the Prevention of Cruelty to Children, which is said to have resulted in a much more cautious policy and one much more conducive to the moral and financial welfare of the city than that heretofore practiced. The Society for the Prevention of Cruelty to Children has kindly furnished us with a paper giving special cases investigated by them, which we present in the appendix of this report, stating briefly, that it shows that the cases of one hundred and thirty-five children inquired into by them were found to be unsuitable, for various reasons, for commitments to a New York city institution, while nevertheless, twenty-four of these cases were subsequently committed by justices of other courts than those upon whose request the inquiry and report was made.

The system adopted by the justices in self-defense, and to assist them in the proper discharge of their duties is likely to be effective so long as it continues in force, but depends entirely on the will of individual justices, and may, at any time of course, be discontinued. It is very important that some permanent method of furnishing information to the justices in regard to all children brought before them should be devised.

Perhaps the appointment by the mayor of the city, or by the board of police justices, or by the State Board of Charities, of one or more officers of the grade, standing and compensation of the truant agents of the board of education, might effect the desired end.

Subject for consideration is also found in the practice of bringing children, proposed to be committed for destitution, or for any of the causes falling within the jurisdiction of the charitable institutions of the city, into open court, where the ordinary criminal is arraigned and examined. If we accustom the children who may become the dependents of the city to the aspect and surroundings of a criminal court, they may cease to recognize the distinction between being arrested for crime and being taken into court for commitment to a charitable institution. The examinations of such children by the justices should in all cases be elsewhere than in the public court-room.

Another matter of extreme importance in regard to children committed to institutions and supported by the city is the length of time during which the right of the parent to reclaim the child shall continue.

It is undoubtedly the duty of every parent to maintain his own child; there are exceptional cases where this is an impossibility through circumstances beyond his control, but if through intemperance, or other crime, the parent incapacitates himself from supporting his child and throws that burden on the public, he should not be allowed to claim the child as soon as the latter has reached an age to contribute to his parent's support.

SIXTH. The Colored Home :

An institution receiving its principal support direct from the city of New York, under a special act, through the Commissioners of Public Charities and Correction, who each year ask for a special appropriation for its maintenance from the Board of Estimate and Apportionment. The Colored Home is under the charge of a board of managers who are quite independent of the Department of Public Charities and Correction, but all admissions of the Department of Public Charities and Correction, but all admissions of persons chargeable to the city are made by that department, and the bills for all expenditures for which the city is liable are sent to the department and by them transmitted to the comptroller's office.

The following is the financial report of the institution for 1879 and 1880 :

COLORED HOME.

RECEIPTS.

Cash on hand, October 1.		From individuals, donations, interest, loans, etc.		From the State, coun- ties and cities.		Total.	
1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.
\$3,627	\$3,350	\$3,191	\$3,928	\$18,253	\$17,577	\$21,414	\$21,505

EXPENDITURES.

Maintenance.		Indebtedness, investments, buildings, etc.		Total.	
1879.	1880.	1879.	1880.	1879.	1880.
\$21,692	\$17,280	.....	\$5,863	\$21,692	\$23,143

NUMBER OF INMATES.

October 1.		Received during—		Discharged.		Remaining September 30.	
1878.	1879.	1879.	1880.	1879.	1880.	1879.	1880.
190	185	467	482	472	474	185	193

SEVENTH. The New York House of Refuge, an institution which receives no direct aid from the city treasury, but which, under special laws, draws an income from the licensing of theaters, etc., and thus indirectly is aided by the public funds.

The parents of children committed to the House of Refuge, as well as those committed to the Catholic Protectorate and the New York Juvenile Asylum, should undoubtedly be required to pay for the maintenance of their children, if able to do so. At present parents have only to neglect their children and allow them to run wild, or even to accuse them themselves of being troublesome and unruly, in order to rid themselves of the burden of their support. The penalty for neglect of parental duties now falls mainly upon the child and the public; it should be placed where it belongs—on the delinquent parent. In a very large proportion of the cases committed to the House of Refuge among those which we have caused to be examined, we found that the parents were well-to-do, and there is no question that more attention on their part to the moral education of their sons and daughters might in many cases have saved the latter from disgrace and imprisonment, and, perhaps, a criminal career. In Great Britain, during the year 1879, £18,000 was collected from parents for support of children in reformatory schools.

The saving in money is, of course, a matter of importance, but the moral saving, in the increased vigilance of parents over their children, is, undoubtedly, of far greater value.

The House of Refuge reported as follows, for the year ending September 30, 1880 :

Receipts—Cash on hand, from labor of inmates, donations, interest, loans, etc., \$76,765; from the State, counties and cities, \$48,500; total, \$125,265.

Expenditures—Maintenance, \$112,610; for indebtedness, investment, buildings, etc., \$21,120; total, \$133,731.

EIGHTH. About one hundred societies mainly supported by private funds, and receiving yearly a donation from the excise fund, under chap. 221, Laws of 1875.

The societies which received this donation in 1880 were as follows (the amounts being determined by the Board of Estimate and Apportionment) :

St. John's Guild and Floating Hospital.....	\$3,000 00
West Side Relief Association and Sea Side Sanitarium,	2,500 00
New York Ladies' Home Missionary Society of the	
Methodist Episcopal Church (The Five Points	
Mission).....	1,150 00

The Howard Mission Home for Little Wanderers.....	\$1,160 00
Ladies' Union Relief Association for Care of Disabled Soldiers and their Families.....	1,500 00
German Ladies' Society for Support of Widows and Orphans.....	1,500 00
New York Female Assistance Society for the Relief of the Sick Poor.....	750 00
United Hebrew Charities of the City of New York.....	3,510 00
German Society of the City of New York.....	2,100 00
New York Colored Mission.....	236 00
French Benevolent Society.....	118 00
Swiss Benevolent Society.....	200 00
Belgian Benevolent Society.....	140 00
West Farms Ladies' Benevolent Employment Society.....	140 00
The Prison Association.....	633 00
Twenty-fourth Ward Relief Association.....	233 00
Olivet Mutual Sewing Relief.....	300 00
Society of St. Vincent de Paul of the City of New York.....	6,500 00
Wilson Industrial School for Girls.....	280 00
Harlem Missionary Association.....	365 00
New York Society for Prevention of Cruelty to Children.....	930 00
New York Adult Blind Aid Association.....	160 00
The Gilbert Library and Prisoners' Aid Society.....	300 00
Twelfth Ward West Side Relief Association.....	900 00
St. John's Guild.....	3,000 00
Floating Hospital of St. John's Guild.....	1,500 00
New York Association for Improving the Condition of the Poor.....	4,900 00
Twenty-third Ward Relief Association.....	900 00
The Church Mission to Deaf-Mutes.....	200 00
House of the Good Shepherd.....	1,800 00
New York Christian Home for Intemperate Men (cases partially supported and treated).....	1,530 00
Home for the Aged of the Little Sisters of the Poor....	3,750 00
St. Joseph's Home for the Aged.....	4,125 00
The Sheltering Arms.....	1,290 00
Association for Befriending Children and Young Girls (House of the Holy Family Poor deserted).....	2,067 00
Home for Aged and Infirm Hebrews.....	1,095 00
Chapin Home for Aged and Infirm.....	460 00
Samaritan Home for the Aged.....	380 00
St. James' Home for Boys.....	530 00
House of Rest for Consumptives.....	975 00
The Midnight Mission.....	400 00
St. Stephen's Home for Children.....	1,130 00
New York Asylum for Lying-in Women.....	1,000 00
Five Points House of Industry.....	1,200 00
St. Vincent's Industrial Home for Girls.....	1,175 00
N. Y. Protestant Episcopal Mission Society (St. Barnabas' Home partially supported).....	1,156 00
Home for Incurables.....	1,200 00
Home for Old Men and Aged Couples.....	315 00

Peabody Home for Aged Women.....	\$375 00
Methodist Episcopal Church Home.....	2,000 00
St. Luke's Home for Indigent Christian Females.....	960 00
Society for the Relief of the Destitute Blind (Home for the Blind).....	700 00
Free Home for Destitute Young Girls.....	140 00
Ladies' Home Society of the Baptist Church.....	1,000 00
St. Joseph's Orphan Asylum.....	1,944 00
Society for the Relief of Half Orphans and Destitute Children.....	1,362 00
Asylum of St. Vincent de Paul.....	1,140 00
Association for the Benefit of Colored Orphans.....	1,392 00
Roman Catholic Orphan Asylum.....	7,770 00
House of the Lady of the Rosary.....	510 00
Zion Aged Relief Association.....	225 00
Babies' Shelter and Day Nursery.....	300 00
Shelter for Respectable Girls and Home for Convalescents.....	110 00
The Colored Home.....	2,100 00
The Women's Prison Association Home (Cases).....	663 00
Eighth Ward Mission.....	260 00
The Woman's Hospital.....	1,856 00
St. Francis' Hospital.....	5,000 00
St. Vincent's Hospital.....	2,500 00
St. Luke's Hospital.....	2,070 00
Mount Sinai Hospital and Dispensary.....	3,975 00
German Hospital and Dispensary.....	3,800 00
St. Mary's Free Hospital for Children.....	1,220 00
Metropolitan Throat Hospital.....	620 00
St. Elizabeth's Hospital and Dispensary.....	590 00
N. Y. Ophthalmic Hospital.....	540 00
N. Y. Medical College and Hospital for Women.....	400 00
Manhattan Eye and Ear Hospital.....	460 00
N. Y. Ophthalmic and Aural Institute.....	1,050 00
N. Y. Orthopedic Dispensary and Hospital.....	2,000 00
New York Dispensary.....	1,080 00
Demilt Dispensary.....	800 00
Eastern Dispensary.....	800 00
North-eastern Dispensary.....	960 00
North-western Dispensary.....	800 00
Northern Dispensary.....	800 00
Central Dispensary.....	188 00
Western Homeopathic Dispensary.....	160 00
Tompkins Square Homeopathic Dispensary.....	260 00
N. Y. Free Dispensary for Sick Children.....	300 00
Harlem Dispensary.....	500 00
West Side German Dispensary.....	232 00
North-eastern Homeopathic Dispensary.....	160 00
Yorkville Homeopathic Dispensary.....	136 00
N. Y. Homeopathic Medical College Dispensary.....	102 00
N. Y. Ear Dispensary.....	190 00

Bureau of Medical and Surgical Relief, Twenty-third and Twenty-fourth Wards.....	\$250 00
West Side Infirmary for Diseases of Eye and Throat.....	300 00
N. Y. Eye and Ear Infirmary.....	1,800 00
N. Y. Infirmary for Women and Children.....	400 00
Hahnemann's Hospital.....	150 00
New York Diet Kitchen Association.....	1,190 00

The State Board of Charities has received reports from only about one-half of the societies on the foregoing list, including dispensaries, and consequently the information given in the following tables is incomplete. It will be observed also that several of the institutions receiving the donation from the excise fund appear also in the lists of those which obtain *per capita* or other payments from the city. None of the societies giving "out-door relief" are included in the following tables, nor the dispensaries.

EXPENDITURES.

INSTITUTIONS.	Maintenance.		For indebtedness, build- ings, investments, etc.		Total.	
	1879.	1880.	1879.	1880.	1879.	1880.
New York Eye and Ear Infirmary (Private Association Women)	\$12,778	\$12,403	\$1,657	\$2,184	\$6,966	\$4,655
Methodist Episcopal Church Home (Ladies Union Aid Society)	10,919	11,244	5,606	1,776	13,963	11,430
Manhattan Eye and Ear Hospital.....	3,019	2,624	5,599	37,252	7,980	49,057
Midnight Mission.....	5,093	5,128	3,583	3,489	7,676	7,754
Mount Sinai Hospital.....	38,759	44,359	9,492	31,167	48,152	75,786
New York Ophthalmic Hospital.....	3,155	4,652	1,695	6,839	5,791	11,915
New York Ophthalmic and Aural Institute.....	8,389	7,390	5,329	5,849	13,728	12,989
Roman Catholic Orphan and Woman Society.....	2,692	2,628	27,890	2,463	30,582	3,259
Samaritan Home for Aged Men and Women.....	2,492	4,652	4,133	2,349	9,463	8,192
Shelving Arms.....	9,189	17,079	1,229	No report	10,418	41,975
Society for the Relief of Half Orphan and Destitute Children.....	1,522	No report	1,643	No report	3,175	.....
St. Francis Hospital.....	15,568	18,149	1,929	1,669	24,137	8,750
St. Elizabeth's Hospital.....	5,060	5,634	.....	100	5,060	5,634
St. Luke's Hospital.....	17,167	13,211	6,815	34,141	23,922	35,272
St. Luke's Home for Indigent Christian Females.....	3,347	3,346	6,968	9,940	16,255	18,180
St. Mary's Free Hospital.....	47,944	29,639	78,981	27,749	133,925	87,778
St. Mary's Free Hospital for Children.....	20,749	No report	No report	No report	20,749	48,694
St. Vincent de Paul's Orphan Asylum.....	5,310	5,387	27,829	16,614	16,614	11,289
Wilson Industrial School for Girls.....	6,819	4,105	5,779	11,289	21,851	21,851
Women's Hospital in the State of New York.....	38,919	41,416	30,744	89,125	75,385	121,141
Total.....	\$388,383	\$463,301	\$276,815	\$699,475	\$699,475	\$774,776

RECEIPTS.

INSTITUTIONS.	Cash on hand.		From individuals, donations, interest, loans, etc.		From the State, counties, cities, etc.		Total	
	Oct. 1, 1878.	Oct. 1, 1879.	1879.	1880.	1879.	1880.	1879.	1880.
	New York Eye and Ear Infirmary	\$2,048	\$1,899	\$23,587	\$15,396	\$1,000	\$1,889	\$25,267	$17,106
Isaac T. Hopper Home (Women's Prison Association Home)	218	35	6,494	10,931	750	963	7,444	11,994
Methodist Episcopal Church Home (Ladies' Union Aid Society)		11,359	22,943	8,417	1,980	2,000	24,923	10,417
Manhattan Eye and Ear Hospital		50	8,061	39,587		469	8,631	40,047
Metropolitan Throat Hospital	114	48	785	1,338	750	649	1,133	1,408
Midnight Mission		86	7,337	7,493	425	460	7,782	7,863
St. Simeon Hospital	17,972	39,377	69,078	61,311	2,000	3,975	71,078	68,288
New York Medical College and Hospital for Women		45	1,843	2,127	400	400	2,243	2,927
New York Ophthalmic Hospital		5,470	9,383	7,181	850	540	10,239	7,731
New York Ophthalmic and Aural Institute			12,278	11,880	1,700	1,050	15,778	12,930
Roman Catholic Orphan Asylum Society	3,623	3,561	69,569	98,733	17,263	18,880	86,834	117,563
Peabody Home for Aged Women		35	2,417	3,305	375	375	2,832	3,677
Samaritan Home for Aged Men and Women		346	910	7,880	350	740	9,347	8,629
Sheltering Arms		655	474	30,665	45,588	1,935	31,720	44,878
Shelter for Babies	438	No report.	4,448			No report.	4,448	
Shelter for Respectable Girls	872	No report.	3,460			No report.	3,460	
Society for the Relief of Half Orphan and Destitute Children	1,301	1,418	12,702	12,172	3,117	3,168	15,822	15,338
St. Barnabas' House			9,747	9,759	1,000	1,000	10,747	10,759
St. Elizabeth's Hospital		56	4,236	5,272	700	595	5,036	5,867
St. Francis' Hospital			39,352	32,352	3,000	5,000	22,622	37,352
St. Joseph's Home for the Aged			20,219	35,429	8,600	4,125	34,849	39,545
St. Luke's Home for Indigent Christian Females	3	1,063	11,174	18,311	355	360	12,149	16,471
St. Luke's Hospital	7,878	9,930	116,576	78,323	2,000	2,600	118,576	80,923
St. Mary's Free Hospital for Children	323	No report.	3,286	43,802	750	1,630	47,742	47,302
St. Vincent's Hospital	219	163	43,292	7,353			45,042	11,013
St. Vincent de Paul's Orphan Asylum	247	71	10,559	20,434	1,000	1,140	11,759	21,594
Wilson Industrial School for Girls	282	284	8,070	7,353			8,070	7,353
Women's Hospital in the State of New York	1,625	1,638	78,457	116,210	2,000	1,856	82,463	124,066
Total	\$44,911	\$69,482	\$928,701	\$702,074	\$55,658	\$55,665	\$864,392	\$758,579

* Temporarily closed for repairs.

NUMBER OF INMATES.

INSTITUTIONS.	October 1, 1878.	Received during		Discharged.		Remaining September 30.		Increase or decrease.	
		1879.	1880.	1879.	1880.	1879.	1880.	1879.	1880.
		New York Eye and Ear Infirmary	27	507	546	607	27	21	521	-6
Isaac T. Hopper Home (Women's Prison Association Home)	51	391	258	392	50	40	391	+1	
Methodist Episcopal Church Home (Ladies' Union Aid Society)		11				100	100	+89	
Manhattan Eye and Ear Hospital	8	198	150	190	15	7	183	-5	
Metropolitan Throat Hospital	2	8	9	9	1	4	7	+5	
Midnight Mission	38	179	157	182	157	35	30	-3	
New York Medical College and Hospital for Women	121	1,299	1,511	1,111	1,963	169	117	-12	
New York Ophthalmic Hospital	10	97	90	90	86	7	12	+3	
Roman Catholic Orphan Asylum Society	14	214	192	214	194	14	112	+8	
New York Ophthalmic and Aural Institute	1,107	129	156	181	106	1,063	1,169	+161	
Peabody Home for Aged Men and Women	2	2	12	2	1	13	26	+11	
Samaritan Home for Aged Men and Women	2	6	5	5	5	36	35	-1	
Sheltering Arms	133	64	5	82	72	172	111	-110	
Shelter for Babies	17	27		24	No report.	20	22	+3	
Society for the Relief of Half Orphan and Destitute Children	152	60	104	85	94	167	171	+16	
St. Barnabas' House	No report.		1,146	91	1,446	31	43	+10	
St. Elizabeth's Hospital	25	300	280	301	250	14	11	-14	
St. Francis' Hospital	197	1,379	1,829	1,379	1,854	157	163	-1	
St. Joseph's Home for the Aged	300	41	54	49	382	391	323	+1	
St. Luke's Home for Indigent Christian Females	3	1	1	1	4	63	64	+1	
St. Luke's Hospital	153	1,063	1,240	1,072	1,225	144	159	-9	
St. Mary's Free Hospital for Children	36	101	101	101	14	14	118	+11	
St. Vincent's Hospital	122	1,356	1,561	1,161	1,549	107	118	-13	
St. Vincent de Paul's Orphan Asylum	88	67	69	49	41	106	134	+18	
Wilson Industrial School for Girls	33	415	245	238	523	70	80	+17	
Women's Hospital in the State of New York									
Total	2,896	7,864	10,248	7,946	10,215	2,814	2,960		

Net increase in two years, 94.

The discrepancies in the above table are due to errors in the reports of some of the societies.

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Besides the foregoing payments by the city, a certain amount is paid each year to various State and other institutions for board of patients suffering from special afflictions.

These payments are made under special statutes.

The provisional estimate of amounts required for the support of these patients for 1887 is as follows:

Asylum for Idiots.

Chap. 739, Laws of 1867: for furnishing clothing for twenty-five inmates from New York county, at \$24 each

\$600 00

Hudson River State Hospital.

Chap. 446, Laws of 1874: estimated average number of inmates, seven, at \$4.50 per week each and expenses... \$1,775 00
For deficiency on bills of 1879..... 193 39
For deficiency on bills of 1880..... 432 02

\$2,400 41

Institution for Improved Instruction of Deaf-Mutes.

Chap. 725, Laws of 1867; chap. 180, Laws of 1870; chap. 213, Laws of 1875: for education and support of forty county pupils, at \$300 each..... \$12,000 00
For clothing twenty State pupils, at \$30 each..... 600 00

\$12,600 00

Institution for the Blind.

Chap. 166, Laws of 1870: for clothing one hundred and fifteen pupils, at \$50 each..... 85,750 00
For deficiency, 1879..... 43 36

\$5,793 36

Le Conteuz St. Mary's Institution for the Improved Instruction of Deaf-Mutes in the city of Buffalo, N. Y.

Chap. 548, Laws of 1871: for clothing of one State pupil..... \$30 00

St. Joseph's Institution for the Improved Instruction of Deaf-Mutes.

Chap. 213, Laws of 1875; chap. 378, Laws of 1877: for education and support of sixty-seven county pupils, at \$300 per annum, each..... \$20,100 00
For clothing thirty-one State pupils, at \$30 each..... 930 00

\$21,030 00

State Asylum for Insane Criminals at Auburn.

Chap. 895, Laws of 1869: estimated average number of inmates, five, at \$208 each, per annum..... \$1,040 00
Clothing, \$25 each..... 125 00

\$1,165 00

State Homoeopathic Asylum for the Insane.

Chap. 446, Laws of 1874: estimated average number of inmates, seven, at \$234 per annum, each..... \$1,638 00
Clothing, \$26 each patient..... 182 00

\$1,820 00

New York State Lunatic Asylum.

Chap. 135, Laws of 1842: estimated average number of inmates, two, at \$250 per annum, each..... \$500 00

New York Institution for the Instruction of the Deaf and Dumb.

Chap. 325, Laws of 1863; chap. 356, Laws of 1864; chap. 725, Laws of 1867; chap. 253, Laws of 1874; chap. 213, Laws of 1875: for furnishing clothing for one hundred and thirty State pupils, by order of the Superintendent of Public Instruction, at \$30 each.... \$3,900 00
For education and support of eighty-five county pupils, at \$300 each..... 25,500 00

\$29,400 00

The seventy-three institutions (including those under the charge of the Commissioners of Public Charities and Correction) of which we have given the statistics contained, during the two years ending September 30, 1880, a constant population of about twenty-two thousand, and received from the public funds more than four million dollars during the same time, besides about two million, four hundred thousand dollars from private sources.

The magnitude of the interests represented by the charities of the city of New York as exhibited in the foregoing statement must command serious attention. The great good they accomplish, the efficiency and devotedness of those engaged in their administration are admitted, and it is not proposed in this report to cripple their efforts or to discourage their zeal.

It is believed that a combination of private effort with public aid is the true principle upon which to furnish the relief these institutions propose to afford. It is, however, in the direct interest of the meritorious institutions themselves as well as of economy to the tax payers

that the system should be revised with a view to the prevention of the abuses to which it is now subject.

Parents able to maintain their children should not be permitted to make them a public charge, and with this view the method of commitments must be revised.

The system of public relief should not be such as to induce selfish and unscrupulous persons to embark in charity as a business, and with this view some restraint must be placed upon the organization of societies claiming participation in the public relief funds.

The public contributions toward these institutions should be within such limits as will encourage private charity, restrain extravagance, promote economy, and secure the entire application of the fund to the ostensible object.

The recommendations made in the foregoing report are calculated, it is believed, to accomplish these objects.

All which is respectfully submitted.

NEW YORK, *January*, 1881.

THEODORE B. BRONSON,
JOSEPHINE SHAW LOWELL,
EDWARD C. DONNELLY,
Committee of the State Board of Charities.

FACTS
RELATING TO CERTAIN COMMITMENTS
OF
CHILDREN
TO
INSTITUTIONS IN NEW YORK CITY,
FROM JANUARY 1 TO SEPTEMBER 1, 1880.

Cases where Applications for Commitment of Children were denied by the Police Justices, after Investigation, at their request, by the New York Society for the Prevention of Cruelty to Children, from January 1, 1880, to September 1, 1880.

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1880.					
Jan. 15..	4379 *	Johanna Donohue.. Patrick Donohue... Daniel Donohue....	Jas. Brennan Through 1st Dist. Police Court.	St. James' Home	Society could not recommend commitment, as father was strong and well able to work, and had been employed until very lately. Temporary assistance only needed, which could be rendered by St. James' Church, or St. Vincent de Paul Society.
Jan. 27..	5041	Fred. Christierus..	Through Justice Otter- bourg, 3d Dist. Police Court.	A Catholic in- stitution.	Society's officer found an uncle of boy at 17 Christie street, named Anthon Cerak, who said he was willing to give boy a good home. Boy desired to be with him. Grandmother had taken boy to court, and applied for commitment. An orphan.
Feb. 11..	4362	Jas. McPhillips	Francis Degan Through Justice Duffy, of 2d District Police Court.	Not stated.	Officer could find no such party at address given.
Feb. 13..	4372	Delia Doran..... Miles Doran.....	Elizabeth Doran..... Through Justice Duffy, 2d Dist. Police Court.	A Catholic in- stitution.	Woman having been in America only two years, was sent to Commissioners of Emigration, they being the proper authorities to care for children. (See chap. 195, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.)
Feb. 16..	4381	Moses Krasnapolski David Krasnapolski Levi Krasnapolski..	Jacob Krasnapolski.... Through Justice Bixby, 1st Dist. Police Court.	Ladies' Deborah Nursery.	Officer found rooms well furnished. Woman not so sick as not to be able to work. No sign of destitution. Father a peddler. No reason for commitment. United Hebrew Charities would aid if necessary.
March 8..	4458	Tilly Pfost..... Annie Pfost..... John Pfost.....	Mina Pfost..... Through 3d Dist. Police Court.	A Protestant in- stitution.	Officer found rooms comfortably furnished. No sign of great distress. Gave woman card to Five Points Mission. No commitment needed, only temporary relief. Husband absent looking for work.
March 6..	4471	Chas. Kenney.....	Mary Kenney..... Through Justice Bixby, 1st Dist. Police Court.	A Catholic in- stitution.	Officer visited address given, and found that no such party resided there.
March 9..	4488	Thos. Murphy.....	John Murphy..... Through Justice Smith, 3d Dist. Police Court.	Not stated.	Officer, on investigation, found that two brothers of the boy Thomas were employed in a paper factory, earning good salaries, therefore no reason for commitment.
March 9..	4489 *	Max Arnstein.....	Max Arnstein..... Through Justice Smith, 3d Dist. Police Court.	Hebrew Shel- tering Guardian Society.	Officer ascertained that two children of this family had already been committed to the Hebrew Sheltering Guardian Society. Father kept a fruit stand, doing well, and able to pay for board of child. No reason for commitment. Should pay for two in Hebrew Sheltering Guardian Society.
March 9..	4490	John Dunn..... Andrew Dunn.....	Thos. Dunn..... Through Justice Duffy, 2d Dist. Police Court.	A Catholic in- stitution.	Officer ascertained man earns \$40 a month, and notified him to place children in the Mission 53 Warren street, and pay board for them. No reason for commitment.
March 10..	4493	Albert Pillot..... Charles Pillot.....	Emily Pillot..... Through Justice Duffy, 2d Dist. Police Court.	Not stated.	Children being too young, one being 15 months, other two years, to be committed to any institution, woman was sent to Charities and Corrections.
March 17..	4516 *	John Mendoza.... Lilie Mendoza.....	Catharine Mendoza.... Through Justice Otter- bourg, 2d Dist. Police Court.	Ladies' Deborah Nursery.	Officer ascertained man earned \$30 a week. There was no sign of destitution. No reason for commitment. Mrs. Mendoza had a letter from Deborah Nursery, saying case was worthy.
March 22..	4528	Josephine Ripley..	Martha Ripley..... Through Justice Smith, 3d Dist. Police Court.	Not stated.	Woman having been in this country only one week, was sent to Commissioners of Emigration. (See chap. 195, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.)
March 22..	4529	Henry Schmalz.... Charles Schmalz...	Christopher Schmalz... Through Justice Smith, 3d Dist. Police Court.	N. Y. Juvenile Asylum.	Father strong, able-bodied man. His parents own a four story brick house, in which he resides with them. No reason to commit. Perfectly able to care for children.
April 2..	4577	Leopold Schwartz..	Sarah Schwartz..... Through 3d Dist. Police Court.	Ladies' Deborah Nursery.	As woman arrived from Hungary only three weeks ago, she was sent to Commissioners of Emigration. (See chap. 195, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.)

* Subsequently committed notwithstanding, see p. 13

Cases of Commitments denied by the Police Justices—(Continued.)

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1880.					
April 5..	4554	Betsy Sealkind.... Emma Sealkind.... Charles Sealkind.... Pauline Sealkind....	Adolph Sealkind..... Through Justice Smith, 3d Dist. Police Court.	Hebrew Sheltering Guardian Society.	There was no sign of poverty. Rooms were well furnished and the father earned \$10 per week. Officer would not recommend commitment. Man was told to apply to United Hebrew Charities for aid, if necessary. Man had letter from Hebrew Sheltering Guardian Society, recommending commitment.
April 8..	4588	Michael Rowley.... Bernard Rowley.... Ellen Rowley.....	James Rowley..... Through Justice Duffy, 3d Dist. Police Court.	A Catholic institution.	Officer ascertained man is a longshoreman, earning sometimes \$15 per week. Told him he should pay board for children. Said he would be "damned" first. Officer reported to Judge.
April 17..	4630	Henry Kone.....	Rosie Kone..... Through Justice Patterson, 3d Dist. Police Court.	Ladies' Deborah Nursery.	Woman regularly employed daily, earning good wages. Was told to put child in day nursery while at work. No need to commit.
April 19..	4688	Mary Carmichael.... John Carmichael....	Bridget Carmichael.... Through Justice Smith, 3d Dist. Police Court.	Not stated.	Officer learned that the girl Mary had been received by Sisters of the Order of St. Dominick, without commitment. He advised woman to go to the Founding Asylum with the baby John, and see Sister Irue.
April 19..	4689	Aleck Apfelbaum....	Sarah Apfelbaum..... Through Justice Smith, 3d Dist. Police Court.	Hebrew Sheltering Guardian Society.	Officer reported case to United Hebrew Charities who said they would give relief if needed, no commitment necessary.
April 23..	4662	Nellie Levy..... Leah Levy..... Jennie Levy.....	Annie Levy..... Through Justice Smith, 3d Dist. Police Court.	Ladies' Deborah Nursery.	Officer ascertained that these children were lately brought from Michigan by the mother; they had a good home there with father, who was separated from mother; but she was advised Nursery. Officer consulted with United Hebrew Charities; they knew party, and Mr. H. S. Allen, Vice-President, called and said they would aid woman to go to work, and return children to Michigan. No reason to commit.
April 24..	4663	Mary Goldberg.... Betsy Goldberg....	Abraham Goldberg.... Through Justice Smith, 3d Dist. Police Court.	Ladies' Deborah Nursery.	Officer ascertained that man's wife was temporarily in hospital, being confined, likely to be out in two weeks. Man working, and was advised to get some one to care for children a few days. Officer could see no reason to commit.
May 8..	4713	Edward Clary.....	Jennie Clary..... Through Justice Smith, 1st Dist. Police Court.	Some Protestant institution.	Woman received a letter recommending her to the juvenile asylum. Boy was received by asylum, without commitment.
May 10..	4719	Antonio Taberini.... Palma Taberini....	John Smith..... Through 7th Precinct Police.	Not stated.	Officer, on investigation, found boy Antonio was 14 years old, and earning \$1 per day. Mrs. Sarah McMahon, of 122 Christie street, has girl, and will keep her, and also look after boy. No reason to commit.
May 12..	4738	Josie Nelson.....	Edward Nelson..... Through Justice Otterbourg, 3d Dist. Police Court.	Ladies' Deborah Nursery.	Officer ascertained that wife was temporarily in Mt. Sinai Hospital, recovering from confinement. Man strong, able-bodied and well dressed, no indication of suffering, and he was told to take child to an institution, and pay board for it, as society would not recommend commitment.
May 13..	4784	Francis Frechill.... James Frechill....	John Frechill..... Through Justice Otterbourg, 3d Dist. Police Court.	Catholic Protectory.	Officer, on investigation, found that man and boys lately came from New Jersey, and that the boys were in the New Jersey Almshouse. Officer told man he had to take care of the boys, or take them back to New Jersey. Not proper cases to commit here.
May 13..	4735	Annie Stevens..... Willie Stevens..... Baby Stevens.....	Ellen Stevens..... Through Justice Otterbourg, 3d Dist. Police Court.	Institution of Mercy.	These children had lately been removed from Staten Island Nursery, where placed by father, who said they were Protestants. He assaulted wife, and was sent to the Island for 2 months, then wife removed children. She was told to return children to Staten Island. Could not recommend commitments under circumstances.
May 13..	4737	Willie Baldinger... Jennie Baldinger... Celia Baldinger....	Joseph Baldinger..... Through Justice Otterbourg, 3d Dist. Police Court.	Ladies' Deborah Nursery.	Rooms well furnished, and children neatly dressed, there was no sign of poverty. Was referred to the United Hebrew Charities. Wife temporarily in Mt. Sinai Hospital.

* Subsequently committed notwithstanding.

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Cases of Commitments denied by the Police Justices — (Continued).

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1880.					
May 15..	4744	Edward Dey Jane Dey	George Dey..... Through Justice Otter- bourg, 3d Dist. Police Court.	Not stated.	Investigation proved, case a family quarrel, when husband en- deavored to have children put away. No cause to commit.
May 17..	4757	Mary J. Kerns..... Michael Kerns..... Peter Kerns.....	Peter Kerns..... Through Justice Mor- gan, 4th Dist. Police Court.	Not stated.	Officer said could not recommend commitment, as man was earn- ing \$8 per week, and therefore he should pay for the children's board, or hire a woman as housekeeper during wife's absence, she having been committed for 3 months for assault.
May 25..	4784	And'w Gruscharsky .. Annie Gruscharsky.	Andre Gruscharsky .. Through Justice Otter- bourg, 3d Dist. Police Court.	Ladies' Debor'h Nursery.	Man having lately arrived from Bohemia, was sent to Commis- sioners of Emigration. (See chap. 156, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.) Not proper cases to commit.
May 27..	4792	Walter Burke..... Wm. Somers.....	John Brady..... Through Justice Duffy, 2d Dist. Police Court.	N. Y. Catholic Protectorry.	Mrs. Mary Brady (grandmother) said she would care for children. A family's quarrel, grandfather wanted to get rid of children, who were sons of his wife's daughters by a previous marriage. Grandmother said she was perfectly able and willing to take care of her grandchildren.
May 28..	4796	Mareille Bageard .. Jules Bageard	Marie Bageard..... Through Justice Smith, 1st Dist. Police Court.	Not stated.	Officer could find nothing of party at address given.
June 7..	4830	Lena Levy..... Louis Levy..... Mary Levy.....	Lena Levy..... Through Justice Otter- bourg, 3d Dist. Police Court.	Ladies' Debor'h Nursery.	Woman being aided by the United Hebrew Charities for the past 3 years, and by some christian association; there was no need of having children committed at present. Case reported again to United Hebrew Charities.
June 8	4841	Mary F. McGuire ..	Constantine McGuire... Through Justice Smith, 1st Dist. Police Court.	Not stated.	Officer ascertained father has employment, but drinks, had child boarding, but did not pay, when lady refused to keep the child. Man taken before judge, who declined to commit on receiving report, but told the father he must pay board for the child, and keep sober or would send him to Island.
June 14..	4869	Julia Mullany..... Mary Mullany	Mary Mullany..... Through Justice Smith, 1st Dist. Police Court.	A Catholic in- stitution.	Children not committed on account of being too young to go to any institution, one 5 years, other 6 months. Woman was told they will have to go to Randall's Island, and directed to Char- ities and Corrections.
June 24..	4920	Moses Weinbaum... Aaron Weinbaum.....	Harris Weinbaum..... Through Justice Otter- bourg, 3d Dist. Police Court.	Ladies' Debor'h Nursery.	Man being a wholesale and retail dealer of leaf tobacco, snuff and cigars, officer advised him to take a housekeeper, wife being dead, or put children in an institution and pay board for them, being able to do so. No commitment necessary.
June 21	4907	Wm. Levy..... Nettie Levy.....	Yette Levy..... Through Justice Otter- bourg, 3d Dist. Police Court.	Ladies' Debor'h Nursery.	Husband able to work and according to neighbors was employed and not sick as claimed; two older children able to work. Offi- cer would not recommend commitment. Told Mrs. Levy to apply to United Hebrew Charities.
June 26..	4932	George Fox..... Leo Fox.....	Sarah Fox..... Through Justice Bixby, 4th Dist. Police Court.	Hebrew Shel- tering Guar- dian Society.	Family having a well-furnished floor and the oldest child, aged 18 years, earning \$10 per week, and two others 16 and 13 years, making their own living, besides mother working at dressmak- ing, and no sign of destitution, officers saw no reason for com- mitment of two children and so reported to the judge.
June 29..	4946	James Burns..... Andrew Burns..... John Burns.....	James McAvrille..... Through Justice Mor- gan, 4th Dist. Police Court.	Not stated.	Officer ascertained that father had been committed to Island for 10 days; had been earning \$10 per week but got on a spree, was arrested. Officer concluded better to request that man be discharged than to commit children, he being well able to care for them. Judge, on officer's recommendation, discharged the father.
June 30..	4948	Eddie Doyle..... James Doyle..... Mamie Doyle..... Willie Doyle..... Robert Doyle.....	Michael Doyle..... Through Justice 4th Dist. Police Court.	Not stated.	Officer ascertained man was earning \$3.50 per day; the wife had been committed for drunkenness. Officer told Mr. Doyle to get a housekeeper to care for children or place them in some insti- tution and pay their board. Could not recommend commit- ment.

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[ASSEMBLY

No. 41]

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Cases of Commitments denied by Police Justices — (Continued).

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1890.					
July 2..	4957	Elizabeth Gannon..... John Gannon..... James Gannon.....	Thomas Gannon..... Through Justice Kilbreth, 2d Dist. Police Court.	A Catholic institution.	Officer, on investigation, learned that man was a fireman on one of the Central R. R. or Hoboken Ferry-boats for the past 7 years, and has a daughter earning \$5.00 per week. Saw no reason to commit children.
July 3..	4962	Chas. Raddy.....	Jane Kennedy..... Through Justice Kilbreth, 2d Dist. Police Court.	N. Y. Juvenile Asylum.	Mrs. Kennedy, aunt of boy, is willing to keep him but he runs away and stays out at night. Officer advised her to surrender boy to the Juvenile Asylum for six months.
July 5..	4968	Molly Duke.....	Notte Duke..... Through Justice Kilbreth, 2d Dist. Police Court.	Not stated.	Child being too young, 20 months, to be committed to any institution, was sent to Supt. Blake, Charities and Corrections.
July 6..	4974	Jennie Hess.....	Louis Hess..... Through Justice Otterbourg, 3d Dist. Police Court.	Hebrew Sheltering Guardian Society.	Girl being large enough to live out, officer told the father he would present the case to the United Hebrew Charities, who would secure girl a situation. Did not think she should be committed.
July 6..	4975	Moritz Solinger.....	Regina Solinger..... Through Justice Otterbourg, 3d Dist. Police Court.	Hebrew Sheltering Guardian Society.	Mother of boy goes out peddling and only desires to get rid of child during the day. Was told to place child in Day Nursery or pay some family in house to care for it while she is absent. No necessity to commit. Not destitute and only this one child at home.
July 7..	4980	Baby McGuire.....	Jane McGuire..... Through Justice Kilbreth, 2d Dist. Police Court.	Not stated.	Child being too young, 20 months, to be committed to any institution, woman was told to take it to Supt. Blake, Charities and Corrections.
July 8..	4987	Sophia Koppel.....	Sophia Koppel..... Through Justice Otterbourg, 3d Dist. Police Court.	Not stated.	Officer investigated and found woman worthy, and reported case to the United Hebrew Charities, who aided woman so she could keep child, and Judge Otterbourg said he would see that she got work, thereby relieving necessity of commitment.
July 14..	5017	Louis Herch.....	Albert Herch..... Through Justice Otterbourg, 3d Dist. Police Court.	Not stated.	Was advised to surrender boy to the Juvenile Asylum, or secure him some employment, he being 14 years old.
July 15..	5028	Mary Ruffie..... Adolph Ruffie..... Josephine Ruffie.....	Through Justice Otterbourg, 3d Dist. Police Court.	Ladies' Deborah's Nursery.	Mother of children regularly employed as a cigarmaker; father got on a spree and was sent up for two weeks. He is strong, and able to work. Wife's mother lives with them, and cares for children during day. Saw no necessity to commit.
July 16..	5031	Marks Cohen..... Simon Cohen.....	Reuben Cohen..... Through 3d Dist. Police Court.	Ladies' Deborah's Nursery.	Family being in this country only seven weeks, was sent to the Commissioners of Emigration. (See chap. 195, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.) Not proper case to commit.
July 16..	5035	Fanny Frostler.....	Fanny Frostler..... Through Justice Otterbourg, 3d Dist. Police Court.	Not stated.	Child being too young, 7½ months, to be committed to any institution, was sent to Supt. Blake, Charities and Corrections.
July 17..	5040	Stephen Rigers.....	Mary Rigers..... Through Justice Otterbourg, 3d Dist. Police Court.	Not stated.	Woman being in this country since December, 1879, was sent to the Commissioners of Emigration. (See chap. 195, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.) Not proper case to commit.
July 19..	5067	Daniel McGuiness..... Charles McGuiness.....	Susan McGuiness..... Through Justice Otterbourg, 3d Dist. Police Court.	Not stated.	Officer, on investigation, found out that father was not dead, as woman stated, and as he is able to take care of the children, officer told woman he must support them, and if he did not, to apply for a warrant for his arrest.
July 23..	5081	Hannah Gutman..... David Gutman.....	Hannah Gutman..... Through Justice Otterbourg, 3d Dist. Police Court.	Ladies' Deborah's Nursery.	Mother being healthy and strong, well furnished rooms, no destitution, officer would not recommend commitment. Neighbors say she is able to care for children.

* Subsequently committed, notwithstanding.

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[ASSEMBLY

No. 41.]

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Cases of Commitments denied by the Police Justices — (Continued).

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1880.					
July 24..	5088	Pauline Gollmers..	Gottlieb Gollmers..... Through Justice Otter- bourg, 3d Dist. Police Court.	A Protestant in- stitution.	Officer ascertained man was a marble polisher, and expecting work shortly, he was told child could not be committed at pre- sent. He must get work and take care of her, or pay board.
July 28..	5107	John Mathews..... Thomas Mathews...	Through Justice Otter- bourg, 3d Dist. Police Court.	A Catholic in- stitution.	Officer ascertained children were orphans, living with the grand- mother, who has a comfortable home, having a parlor floor and application to have children admitted in the Roman Catholic Or- phan Asylum. Not proper cases to commit.
July 28..	5110	Clara Spitzers..... Joseph Spitzers..... Ferdinand Spitzers..	Charlotte Spitzers..... Through Justice Otter- bourg, 3d Dist. Police Court.	Ladies' Debor'h Nursery.	Family being in this country only 3 months, woman and children were sent to Commissioners of Emigration. (See chap. 155, Laws 1847, § 5, and chap. 431, Laws 1847, § 6.) Not proper cases to commit.
Aug. 6..	5165	Mary Mahoney.....	Margaret Mahoney..... Through Justice Smith, 1st Dist. Police Court.	A Catholic in- stitution.	Officer, on investigation, found that the stepfather of child was working, and as the mother goes out to work, officer told her to put child in a day nursery. No necessity to commit.
Aug. 7..	5169	John Shaw.....	Kate Shaw..... Through Justice Morgan, 4th Dist. Police Court.	A Catholic in- stitution.	Officer found Mrs. Shaw was living with her mother, who has her rooms well furnished; evidently no destitution. Mrs. Shaw said she was sick and wished to go to hospital. Appearance did not indicate that she was an hospital case. Officer could not recommend commitment.
Aug. 10..	5181	Daniel Ryan..... Agnes Ryan..... Annie Ryan..... Alice Ryan.....	Kate Ryan..... Through Justice Morgan, 4th Dist. Police Court.	Not stated.	Officer ascertained father was able to work, being strong and healthy, but drinks. Sent woman to Supt. Blake, Charities and Corrections, to get a warrant for her husband, and Society would aid in prosecuting him, then children could be committed if necessary.
Aug. 13..	5194	Mary Nolan.....	Annie Casky..... Through Justice Smith, 1st Dist. Police Court.	St. James' Home.	Mrs. Casky, aunt of child, was advised by officer, on investigation, to have father compelled to pay for child's board, as he was working, earning \$15 a week. No reason to commit.
Aug. 14..	5199	Wm. Haggerty...	Rachel Haggerty..... Through Justice Flam- mer, 4th Dist. Police Court.	New York Ju- venile Asylum.	Officer found out that family lives very comfortably, father earn- ing \$9 a week, mother goes out washing every day, and may be enough to work, being 14 years old. Woman was told if father does not support family to have him arrested. Not a proper case to commit.
Aug. 16..	5201	Henry Blacker..... Bessie Blacker.....	Jane Blacker..... Through Justice Flam- mer, 4th Dist. Police Court.	Not stated.	Officer ascertained family lately lived in New Jersey. Officer told woman to have children committed in some N. J. institution. No reason to commit at present.
Aug. 17..	5206	Joseph Beckhardt..	Isaac Beckhardt,..... Through Justice Patter- son, 5th Dist. Police Court.	Ladies' Deborah Nursery.	Officer on investigation, ascertained man had two children in the Hebrew Orphan Asylum, 77th street and Third avenue. Was told to make an application there for the admission of other child. Reported facts to Judge, who declined to commit.
Aug. 17..	5207	Margaret O'Brien.. Daniel O'Brien.... Michael O'Brien....	Mary O'Brien..... Through Justice Patter- son, 5th Dist. Police Court.	A Catholic in- stitution.	Officer found out that husband had been committed three months, and that he was able to work. Judge committed his sentence to ten days at officer's request, and Mrs. Donovan, a friend of Mrs. O'Brien, said she would take care of woman and children until the man was discharged. No commitment necessary at present.
Aug. 17..	5213	Julia Connor..... Susie Connor..... John Connor.....	Susie Connor..... Through Justice Flam- mer, 4th Dist. Police Court.	St. Joseph's Asylum.	Officer visited address given and saw Mrs. Connor and mother, who seemed very comfortable; no sign of poverty; husband in country looking for work. Officer told mother to go to her parish priest for temporary aid. No commitment necessary at present.
Aug. 23..	5238	Eugene O'Connor..	Julia O'Connor..... Through Justice Smith, 1st Dist. Police Court.	Not stated.	Officer told woman child was too young to be committed to any institution, being two years old, and that she had to take care of it. Having two of her children with her mother in Ireland, and two others in the Institution of Mercy, could not recom- mend commitment.

* Subsequently committed, notwithstanding.

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[ASSEMBLY

No. 41.]

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Cases of Commitments denied by the Police Justices — (Continued.)

Date.	Society's number.	Name of children.	Application made by	To be committed to	REMARKS.
1880. Aug. 26..	5250	Emile Schell..... Oscar Schell.....	Theodore Schell..... Through Justice Bixby, 5th Dist. Police Court.	Not stated.	As father said he wanted them cared for only a few weeks, he was advised to go to the American Female Guardian Society and see if they would keep children for a short time. Man a painter, temporarily out of work. Could not recommend commitment. Afterward ascertained American Female Guardian Society offered to take children, but man would not leave them.
Aug. 26..	5262	Maggie Eidenbach.. Eddie Eidenbach... Annie Eidenbach...	Eliza Eidenbach..... Through Justice Flannery, 4th Dist. Police Court.	Not stated.	Woman was found to be housekeeper of house, rent free, and told officer that she had written to her grandmother in Bavaria for aid. Officer advised her to keep children until she hears from old country. No commitment necessary at present.

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ASSEMBLY

Cases (on previous list) where Commitments were refused by the Police Justices, but subsequently Committed notwithstanding. By whom and to what institutions. (Compare each case with its previous record.)

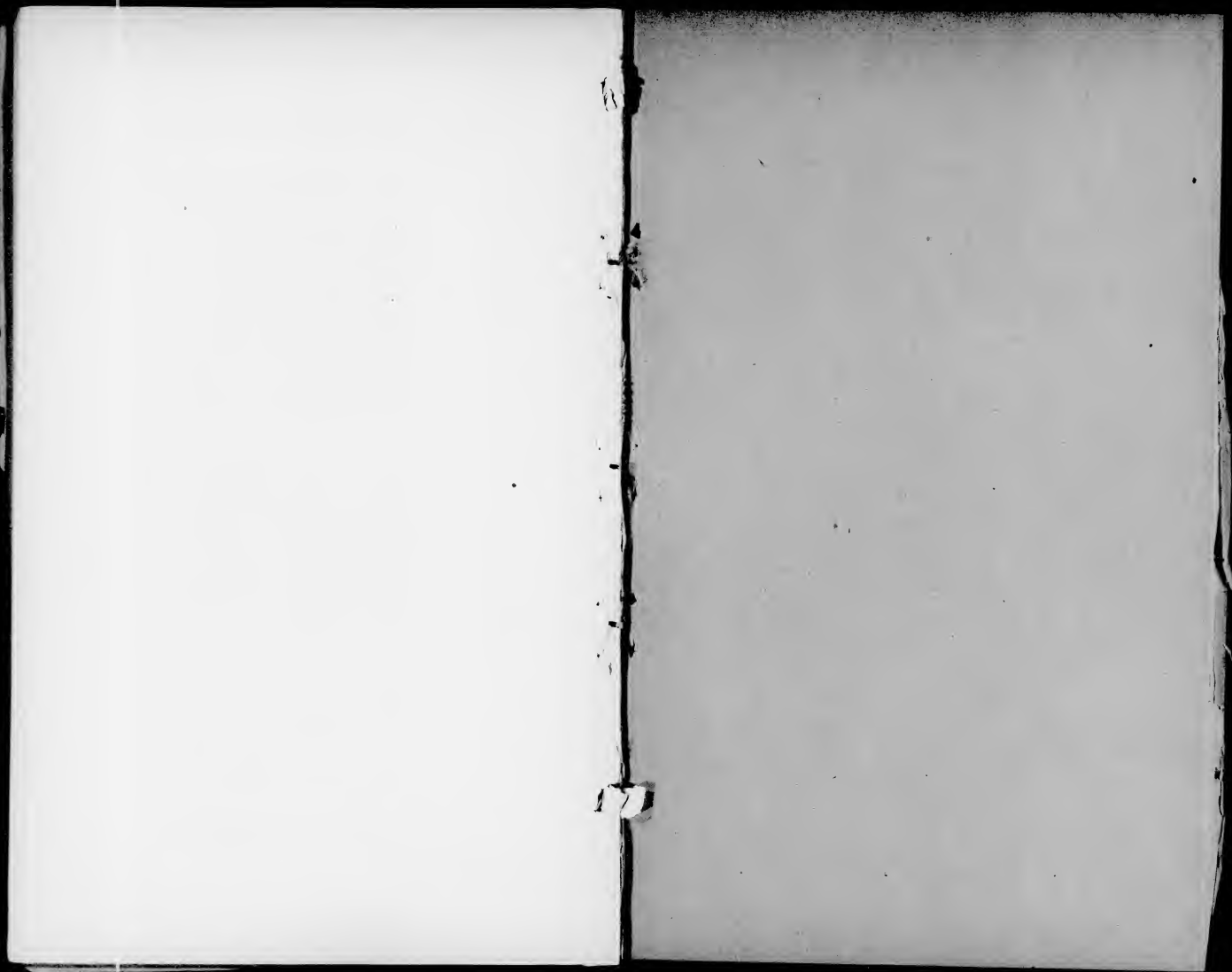
Date of commitment.	Name of Child.	Age.	By whom committed.	Institution.	No. on society's book.
1880.					
March 9....	Morris Arnstein...	6	Justice Campbell, 5th Judicial District.....	Hebrew Sheltering Guardian Society.....	4489
May 6.....	Bessie Susskind....	11	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4584
May 6.....	Charles Susskind..	7	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4584
May 20.....	Leah Levy.....	8	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4602
May 20.....	Sellie Levy.....	9	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4602
May 20.....	Jennie Levy.....	7	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4602
May 20.....	George Nelson.....	3	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4728
June 14.....	Willie Baldinger...	8	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4737
June 14.....	James Baldinger...	8	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4737
June 14.....	Celia Baldinger...	2	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4737
August 2..	Morris Söllinger...	7	Justice McAdam, Marine Court.....	Hebrew Sheltering Guardian Society.....	4975
April 10....	Leah Mendoza.....	..	Justice Murray, Police Justice.....	Ladies' Deborah Nursery and Child's Protectory..	4516
April 24....	John Mendoza.....	..	Justice Duffy, Police Justice.....	Ladies' Deborah Nursery and Child's Protectory..	4516
May 3.....	Mary Goldberg.....	..	Justice Campbell, 5th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	4603
May 3.....	Betsy Goldberg....	..	Justice Campbell, 5th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	4603
August 6..	Joseph Spitzer....	..	Justice Dinkel, 4th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	5110
August 6..	Ferdinand Spitzer..	..	Justice Dinkel, 4th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	5110
August 6..	Clara Spitzer.....	..	Justice Dinkel, 4th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	5110
August 10..	Hannah Goodman..	..	Justice Dinkel, 4th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	5081
August 10..	David Goodman....	..	Justice Dinkel, 4th Judicial District.....	Ladies' Deborah Nursery and Child's Protectory..	5081
February 10.	Johanna Donohue..	8	Justice Kelly, 6th Judicial District.....	St. James' Home.....	4279
February 10.	Patrick Donohue..	7	Justice Kelly, 6th Judicial District.....	St. James' Home.....	4279
August 19..	Henry Blacker.....	..	Justice Murray, Police Justice.....	St. Stephen's Home.....	5201
August 19..	Elizabeth Blacker..	..	Justice Murray, Police Justice.....	St. Stephen's Home.....	5201

Note that some of the names of the children apparently differ, but their identity is unquestionable.

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MSH 32595

**END OF
TITLE**